ROADMAP FOR "WALKING OUT OF FRAGILITY"

SIERRA LEONE

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Summary

The Roadmap for "Walking out of Fragility" articulates strategic responses to transform Sierra Leone from a fragile state into a stable and prosperous nation. It draws from a detailed fragility assessment conducted to identify key challenges to socioeconomic resilience encountered by the State; and benefits from a comprehensive development finance assessment that identifies various sources of financing development programmes in the country for which an integrated financing framework was developed to formulate actions to pursue these financing sources. These background reports were based on nationwide inclusive and participatory processes that identified and discussed underlying root causes of fragility, highlighting areas of priorities that needed to be addressed within the context of the Medium-Term National Development Plan (MTNDP), 2019-2023.

Primarily, the roadmap aims to accelerate the implementation of the MTNDP, which provides broader operational framework for walking out of fragility in the country. It was prepared by the Ministry of Planning and Economic Development through an open, consultative and country-driven process with support of national consultants. It benefits from strong leadership demonstrated by the Government of Sierra Leone and reaffirms the need for national ownership backed by regional and international cooperation. The ultimate objective is to see a Sierra Leone that is peaceful, just, secure, socioeconomically inclusive, and prosperous so that the people can lead free, healthy, and productive lives. This roadmap highlights critical areas of focus (target results to be achieved by 2023) and provides a plan of action, including financing framework to achieve these results in addressing the country's fragility challenges and accelerating the achievements of national and international frameworks.

2. Background

Sierra Leone is a founding member of the g7+ and a signatory to the New Deal for Engagement in Fragile States. The g7+ represents a constituency of fragile states with the primary objective of engaging with one another and the international community to address the drivers of fragility, build resilience and thereby transition out of fragility. The New Deal commits to achieving five Peacebuilding and State-building Goals (PSGs) guided by two sets of principles—the FOCUS and TRUST principles—as pathways out of fragility.

In 2012, Sierra Leone was among the first g7+ countries to conduct a fragility assessment geared towards assessing the state of fragility and to develop tangible actions medium-term national through its development plan known as the "Agenda for Prosperity," to lay the foundations for transitioning out of fragility. In 2016, an update of the 2012 fragility assessment exercise was undertaken, to inform the successor Medium-term plan. Findings from the 2016 assessment indicated that the country was at the transition stage of the New Deal's Fragility Spectrum (scale 1-5; moving from crisis to resilience) across the five Peacebuilding and State-building Goals. The report indicated that among the indicators of the 5 PSGs, access to justice and the rule of law was the most fragile indicator to achieve in Sierra Leone.

In 2019, the Sierra Leonean Governmentfunded and conducted district consultations to update the 2016 Fragility Assessment with the Ministry of Planning and Economic Development in the lead. According to the findings, Sierra Leone has made visible progress in some areas, but it remains at the transition stage. The average ranking across the five PSGs is 3.2, which is slightly above the 2016 Fragility Assessment score of 3.0. Unlike the 2016 assessment, which ranked PSG 1 "legitimate politics" with the highest score and most significant progress, the 2019 assessment ranked "security" highest with a ranking of 3.4. Inclusive Politics, on the other hand, dropped from a score of 3.4 in 2016 to 3.2 in 2019.

This indicates that progress has been made, but more effort was needed to exit fragility. Fragility is not a permanent feature but a period of challenges countries encounter based on diverse circumstances. For instance, as stated in the Voluntary National Review 2019, Sierra Leone is presently ranked at the bottom of the Environmental Performance Index and is ranked as the third most vulnerable to climate change in the world or is one of the countries in the world with the least capacity to respond or adapt to environmental change. The member states of the g7+ countries, including Sierra Leone, have committed themselves to tackle the root causes of fragility and address these challenges adequately.

The implementation of the roadmap will be part and parcel of the overall implementation of the Mid-term National Development Plan (2019-2023). However, given that Sierra Leone, as other g7+ countries, finds itself in a particular situation of vulnerability as a post-conflict state not long ago, it is crucial to bring strategic attention to specific underlying drivers of fragility to gain resilience. To

maximize the country's chances to exit fragility and to accelerate the achievement of the MTNDP and the 2030 Agenda, it is critical to address the specific challenges identified in the Fragility Assessment. The exit framework will be fully aligned with and

visualize the linkages to the MTNDP, the 2030 Agenda and the Sustainable Development Goals (SDGs), and the New Deal Peace- and State-building Goals.

3. Objective

roadmap accelerate aims to the implementation of Sierra Leone's Medium-Term National Development Plan (2019-2023), which provides the overall framework to "walk the country out of fragility." It highlights key areas of priorities within the spectrum of the five PSGs in Sierra Leone's path resilience and sustainable to development, informed by the 2019 updated Fragility Assessment, and consistent with the

MTNDP. It defines strategic steps of action with indicators and targets against clear baselines derived from the Fragility Assessment; and it lays out a follow up mechanism to monitor and report on the implementation of the defined actions required to accelerate national efforts to walk out of fragility within the framework of implementing the MTNDP.

4. Components

The roadmap contains:

- ✓ Updated Fragility Assessment with a summary of focus areas and critical priorities among the five PSGs
- ✓ Results Framework with indicators, baseline, targets and monitoring mechanism
- ✓ Integrated National Financing Framework that entails clearly defined sources of financing the
- roadmap/MTNDP/SDGs, including identification of necessary actions to pursue identified sources and responsible stakeholders
- ✓ Advocacy plan for national and international engagement and dissemination of the roadmap, articulated in a communication strategy to guide the process.

5. Process and Methodology

The Roadmap builds upon a nationwide inclusive and participatory process to identify the underlying root causes of fragility and highlights areas of priorities that need to be addressed within the context of the Mediumterm National Development Plan (2019-2023).

Among stakeholders that participated in the process include Government ministries, departments and agencies, local councils, NGOs and civil society, parliamentarians, the private sector, and development partners; in a serious of workshops conducted in the process. Comments on the roadmap and the various background documents were received from within Sierra Leone and outside of the country.

Areas of action:

- Development of the Result Framework (see Section 6)
- Finalization of Fragility Assessment 2019
- Revision of 2016 indicators and development of new indicators
- Engagement of stakeholders in various technical and general sessions
- Formulation of INFF (see Section 10 and the Annex)
- of Communication Development Strategy—identification of audience and key stakeholder institutions for engagement on the roadmap at national and international levels, as part of the strategy to mobilise for the roadmap, resources MTNDP and **SDGs** in general.

6. Key Messages/Recommendations from the Engagement Process

During the nationwide consultation on the roadmap preparation process, key message and recommendations were gathered. Table 1 presents a summary of these messages and recommendations, coupled with those drawn out during the fragility assessment and analysis process towards transforming Sierra Leone into a resilient and sustainable economy.

Table 1: Key messages and recommendations from the 2019 Fragility Assessment

PSGs		Messages/Recommendations
PSG	1	Politics needs to be more inclusive with the participation of more women, youths
Inclusive		and persons with disability. For political settlement the governance space must be
Politics		inclusive of members of other political parties and citizens at the decision-
		making level.
PSG 2		To sustain and improve on current gains there must be stronger signs of
Security		commitment through motivation of workers, promotion, remuneration, incentives

	and provision of adequate logistics, especially for officers on assignment in remote and difficult terrains.
PSG 3	All district headquarter towns must have both resident magistrates and judges to
Justice	ensure speedy trials and adjudication of matters. Secure tenure and adequate resources are needed to guarantee the independence of the judiciary. As a result of the great impact of the legal aid board their services must be expanded across the country
PSG 4	Infrastructural development, water supply, rural electricity, good communication
Economic	network and roads are the prerequisite for improved economic activity and
Foundations	diversity. Opportunities exist within agriculture, fishing, tourism and mining
	through value-addition. If tapped into, this secondary processing would create
	opportunities for more jobs through the expansion of the private sector.
	The government should develop investor friendly policies to create room for more
	investment by both foreign and domestic investors.
PSG 5	The government must strengthen policies and introduce reforms that positively
Revenue	affect the ordinary citizen: improving their quality of life through access to basic
and	health care, education, transportation, energy and water. Automation of systems
Services	from manual to digital is needed to limit human contact and potential for
	corruption. The government must diversify sources of revenue.

7. Fragility Reduction Targets and Results

Countries considered fragile are as a result of the wider consequences of bad governance resulting in conflict or economic challenges. The Sierra Leone Truth and Reconciliation report 2004 presents the root causes of the conflict. These include injustice, marginalisation of women and youths, unemployment, and unequal distribution of resources. To date, these issues have continued to manifest themselves in various forms.

The fragility assessment conducted in 2012 computed an average score of 2.9—with PSG 1 Inclusive Politics, PSG 4 Economic Foundations and PSG 5 Revenue and services with the lowest scores 2.9, 2.8, and 2.7 respectively (Figure 1). Sierra Leone being in

transition implies some significant efforts have been made in moving towards resilience and sustainability and the country is no longer in crises. However, outcomes still speak to the need for a lot more efforts to be done to ensure the country does not slide into any form of crisis.

The 2016 fragility assessment produced an average score of 2.92, while the 2019 recorded 3.2, with all PSGs scores ranging between 3.0 and 3.4; PSG 3 on Justice the least (3.0) and PSG 2 on Security the highest at 3.2.

The time frame for the planned targets to reduce fragility in this roadmap is aligned to the Medium-Term National Development Plan, 2019-2023. That is, a set of targets for

reducing fragility has been agreed to be achieved by 2023. The Fragility Assessment 2019 revealed underlying root causes of fragility in the areas of legitimate politics, security, justice, economic foundations and revenue and services. According to the findings of the assessment, the following recommendations emerged:

- 1) Politics need to be more inclusive with the participation of more women, youths and persons with disability. For political settlement, the governance space must be inclusive of members of other political parties and citizens at the decision- making level.
- 2) To make improvements in the area of security, there must be stronger signs of commitment through motivation of workers promotion, remuneration, incentives and provision of adequate logistics especially for officers on assignment in remote and difficult terrains.
- 3) To improve overall access to justice, all district headquarter towns must have both resident magistrates and judges to ensure

speedy trials and adjudication of matters. Secure tenure and adequate resources are needed to guarantee the independence of the judiciary. As a result of the great impact of the legal aid board their services must be expanded across the country.

- 4) Infrastructural development, water supply, rural electricity, good communication network and roads are the prerequisite for improved economic activity and diversity. Opportunities exist within agriculture, fishing, tourism and mining through value-added production processes. If tapped into, this secondary processing would create opportunities for more jobs through the expansion of the private sector.
- 5) The government must strengthen policies and introduce reforms that positively affect the ordinary citizen: improving their quality of life through access to basic healthcare, education, transportation, energy and water.

Where are we?

Currently, the country's resilience along the Peacebuilding and State-building Goals spectrum is rated in the *transformation stage* (see Figure 1). By 2023, the Government

hopes to have significantly advanced efforts within the MTNDP to transform the country towards *resilience* and sustainable development.

8. Fragility Resilience Spectrum

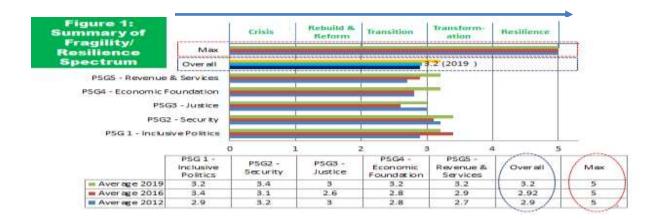


Figure 1 Summary of Fragility/Resilience Spectrum

The 2019 assessment average score of 3.2 positions Sierra Leone as a country in transition. Table 2 presents a comprehensive Results Framework, showing the results we would like to achieve by 2023 (indicators/targets),

arranged across the five PSGs and the 15 dimensions. These are accelerated and focused steps the country would pursue in its strife to become resilient and developmentally sustainable.

Table 2: Results Framework (presenting baseline for all indicators through which the targets for each corresponding year will be assessed)

PSG	PSG Dimension	Indicator	Baseline	Target 2020	Target 2021	Target 2023
		% of women elected as MPs	12%	30%	30%	30%
Š		% of women elected as councilors	18.90%	30%	30%	30%
itic	Political	% of youths elected as MPs	8%	10%	10%	15%
Inclusive Politics	Settlement	% of youths elected as councilors	5%	10%	10%	15%
se]		% of PWD elected as MPs	1%	5%	5%	10%
usi		% of PWD elected as councilors	TBD	1%	1%	1%
Incl	Political processes and Institutions	# of incidents of political intimidation and violence during the electioneering process	28	23	20	15
	g :	% of chiefdoms with police presence	100%	65%	75%	95%
	Security Conditions	% Reduction in incidence of rape and sexual violence	2866	15%	15%	15%
<u> </u>	Conditions	% increase in people that feel safe	68%	15%	15%	20%
Security	Capacity/Acco untability	% of women at the decision-making level in the security sector 1) Police: 2) Military:	20%	30%	30%	30%
	Justice	% of victims who reported crime to authorities	30%	60%	65%	70%
-	conditions	# of incarcerated persons without trial	TBD	50%	35%	30%
a)	Performance	% of districts with a resident judge	25%	50%	75%	90%
Justice	and Responsivenes s of the Justice Sector	% of districts with a resident magistrate	69%	81%	94%	100%
		% reduction in Unemployment rate (ILO measurement)	3.4%	2%	3%	5%
	T 1	# of vulnerable people receiving cash transfers from GoSL	28000	35000	40000	45000
., ਵ	Jobs, Livelihoods	# of registered private businesses in Sierra Leone	7400	40%	50%	55%
Economic Foundation	and private sector	% reduction in youths and young graduates that are employed	70%	30%	40%	50%
Eco	development	% reduction in women employment rate (ILO measurement)	3.7	1.5%	2%	2.3%
		Revenue to GDP Ratio	14.6%	16%	18%	20%
		Customs average clearance time	3days	2days	1day	1day
Revenue and Services		% increase in secondary schools in rural areas	620	15%	20%	25%
	Service	% increase in health facilities at the Chiefdom level (community health posts)	378	15%	15%	20%
ver	Delivery	% population with access to sanitation facilities	41.80%	80%	90%	95%
Rev		% of the population with access to adequate primary health care services	95.70%	97%	98%	100%
		Corruption perception index (Transparency International)	33	50	65	75

9. Strategic Linkages and Actions

Table 2 highlights broad actions identified in the MTNDP and the 2019 Fragility Assessment to achieve the 5 PSGs at the centre of the roadmap to walk Sierra Leone out of fragility.

Table 2: The 5 PSGs and relevant Clusters of the MTNDP and Recommended Actions from the 2019 Fragility Assessment

PSGs	MTNDP 2019-	Broad Action	Priority Actions from Fragility Assessment
	2023	(MTNDP, Volume II)	2019
PSG 1 Inclusive Politics PSG 2 Security PSG 3 Justice	Cluster 4: Governance and Accountability for Results	Strengthening the capacity of political parties. Mainstreaming transparency and accountability in the public sector. Supporting the enactment and implementation of reviewed legislation and regulations.	The three political parties Associations (APPA, APPWA, APPYA) to support political parties to function effectively through training and interactive sessions among the various party stakeholders. Create service charters within sectors. Increased security presence in many communities Strengthen the judiciary to enhance justices
PSG 4 Economic Foundations	Clusters 2: Diversifying the Economic and Promoting Growth Cluster 3: Infrastructure and Economic Competitiveness	Create conducive legal and regulatory framework for Ease of Doing Business for the private sector. Ensure Ministries, Departments and Agencies (MDAs) are compliant with the 2019, 2020 and 2021 Finance Acts	Improve investment environment- review tax laws, commercial bank lending rates. Reform of mining policies and tax laws for mining areas to yield more resources. Increased monitoring and management of tax and revenue
PSG 5 Revenue and Services	Cluster 8: Plan of Implementation	Ensure Coordination at the Sectoral level and collaboration with other actors in the implementation of activities.	Diversify domestic revenue base Establish a functioning non formal accelerated learning centre in every district Review the current Education Sector Plan to align with national priorities and other international benchmarks on education. Diversify the economy resulting in job opportunities for the youths

10. Finances for achieving 2023 targets

A comprehensive Development Finance Assessment (DFA) was conducted in 2019 to identify sources of financing the MTNDP and the SDGs in Sierra Leone (see Page 179 of the Sierra Leone Medium Term National Development Plan). As part of the roadmap to walking out of fragility, an Integrated National Financing Framework (INFF) was designed to identify actions leading to the mobilisation of resources through the sources identified in the DFA. Annex 1 presents the various financing initiatives from the DFA and the actions in the INFF identified to pursue them, with timelines. These financing initiatives are listed here as follows.

- a. Boosting large taxpayer auditing capacity
- Introducing Goods and Services Tax lottery
- c. Revising levies and departmental charges/fees/levies
- Building outcome information into the budget process
- e. Creating systems to track public spending on gender and climate

- f. Publishing Tax Expenditure Reports
- g. Introducing a Diaspora Bond
- h. Promoting the investment of pension funds in infrastructure
- i. Encouraging public sector banks to increase private sector lending
- j. Promoting investment by the diaspora
- k. Establishing a platform for public private dialogue
- Reducing the cost of sending remittances
- m. Reducing illicit financial flows
- n. Engaging South-South Cooperation providers
- o. Introducing Development Impact Bonds
- p. Implementing Sierra Leone
 Integrated National Financing
 Framework

As noted above Annex 1 details the various actions to be pursued in the implementation of these initiatives over the next four years, 2023

11. Monitoring and Follow Up on the Implementation of the Roadmap

The monitoring of the identified actions will be fully aligned to the follow-up mechanisms of the MTNDP at the national, sectoral, and district levels.

National level: The Minister of Planning and Economic Development will give regular updates on the progress of the implementation to the Ministerial Oversight Committee at least twice a year.

Sectoral level: Updates on the implementation of developed projects to tackle fragility will be given regularly in the Sector Working Groups. Furthermore, there will be technical meetings on resource mobilization, led by the Ministry of Planning and Economic Development and the Ministry of Finance.

District level: Updates on the implementation of developed projects to tackle fragility will be done regularly in the District Working Groups.

The Fragility Assessment 2019 provides the baseline for the roadmap. As co-chair of the International Dialogue on Peacebuilding and State-building, the Ministry of Planning and Economic Development commits to conduct annual assessment of overall progress of the MTNDP and by extension progress in the implementation of the roadmap for walking out of fragility. It will provide updates on progress to the group of the g7+. A mid-term update of the Fragility Assessment will be conducted in 2021 in order to track progress as well as a final review in 2023.

12. Public engagement on the Roadmap

A communication strategy has been developed to guide national and international engagement on the implementation of the roadmap. Efforts in this direction will particularly be focused on resource mobilisation through strategic targeting of potential sources of financing, from both domestic and foreign public and private financing. This will be an instrument to strengthen development cooperation in financing the roadmap, the MTNDP and SDGs; leverage assistance from both traditional and non-traditional donor financing, as well as south-south cooperation. The contribution of households, local communities, NGOs and traditional sources of financing public expenditure (tax and non-tax system) will be targeted in this engagement process to increase resource flows through information, education and communication. Financial sector operations, and non-financial will also be targeted in the engagement process; all through sustained advocacy involving different approaches and channels.

13. Conclusion

With the current political will from the Government of Sierra Leone and the rekindled cooperation from all development partners, including NGOs and Civil Society, as well as the local communities, it is hoped that the implementation of this roadmap will be a success. The roadmap is not a reinvention of the wheel. It is not a new plan or framework all together. It is part and parcel of the implementation of the National Development Plan that is well linked to the SDGs and the African Union Agenda 2063. The roadmap is only a strategic framework, given the country's participation in the g7+ group of nations to stay the course of directing ample attention to prioritising actions to walk Sierra Leone out of fragility. In other words, the roadmap prioritises certain actions within the National Development Plan that should be given special attention in building resilience for sustainable transformation of the economy.

Annex 1: Development Finance Framework

FINANCING		2020					20)21			20:	22		2023				
INITIATIVE	ACTION	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	
Introduce a Goods and Services Tax lottery	Work with the ITC department of NRA to incorporate the design of a lottery into the planned rollout of electronic cash registers. Conduct quarterly raffle draw through which GST receipt holders will have the opportunity to win items such as TV, fridges etc. (see page 5 of the SLINFF for details)																	
Boost large taxpayer auditing capacity	Work with Tax Inspectors without Borders to strengthen the National Revenue Authority's capacity to audit large companies. (see page 5 of SLINFF for details)																	
Revise levies and departmental charges	Hire a consultant to review levies charged by MDAs to align fees with regional and international standards (see page 5 of SLINFF for details)																	
Build outcome information into the budget process	Work with MDAs to establish targets in their strategic plans; incorporate outcome information and a narrative for each MTNDP cluster within annual budget publications. These would be aligned to the targets specified within the results framework for the MTNDP. (see page 6 of SLINFF for details)																	
Create systems to track public spending on gender and climate	Work with the ministry of finance to establish systems within IFMIS to track budgetary allocations and expenditure on cross-cutting pillars of the MTNDP, notably gender equality and climate resilience, which are partially monitorable under current systems (see page 6 of SLINFF for details)																	
Publish tax expenditure reporting	Work with the ministry of finance to publish estimates of revenue foregone through each individual tax exemption scheme, backed by cost-benefit analysis of each scheme quarterly (see page 6 of SLINFF for details)																	
Establish a diaspora bond	work with the relevant stakeholders including a diaspora bond expert (see page 7 of SLINFF for details)																	
Promote the investment of pension assets in infrastructure	The management of NASSIT should work with the government/private sector in identifying infrastructural project that can unlock some of the huge resources in the custody of the trust (see page 8 of SLINFF for details)																	
Promote longer- term lending to businesses with financial sector reforms	work with the central bank to update regulation that will encourage long term lending to businesses as well as the scale and maturities of public debt, which promote short-termism and crowd out private sector actors. Consider restructuring the stock exchange. (see page 9 of SLINFF for details)																	
Encourage public sector banks to increase private sector lending	Develop a policy for state banks that will skew their investment portfolio towards private sector lending (see page 10 of SLINFF for details)																	
Promote investment by the diaspora	Create a one stop shop for diaspora investors, diaspora bank accounts, and the relaxation of capital controls for diaspora businesses, to promote commercial investment by the diaspora in Sierra Leone. (see page 11 of SLINFF for details)																	
Establish a platform for public– private dialogue	Work with chamber of commerce for systematic public— private dialogue on how to mobilize inclusive, sustainable private investment and as a forum for consultation on the design of business-related reforms. (see page 12 of SLINFF for details)																	
Reduce the cost of sending remittances	Work with the Ministry of finance to reduce the tax on remittances within a larger package of diaspora engagement (see page 13 of SLINFF for details)																	

FINANCING	ACTION	2020 2021								202	22		2023				
INITIATIVE		Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
Reduce illicit financial flows	Take steps to boost the capacity of anti-corruption, financial intelligence unit, auditor general's office and other auditing bodies. Enhance detection functions in customs and strengthen international cooperation on illicit finance detection and asset recovery (see page 14 of SLINFF for details)																
Engage South- South Cooperation providers	Establish a secretariat at the office of the Vice President/ministry of planning and economic development to leverage the strengths and focus of cooperation from different providers of assistance (see page 15 of SLINFF for details)																
Access Millennium Challenge Corporation funding	work closely with the millennium challenge corporation unit for a concerted push on indicators that will increase chances of qualification for a compact (see page 16 of SLINFF for details)																
Development impact bonds	Work with DFID and USAID to try the use of development impact bonds to advance the outcomes of the new MTNDP in key sectors (see page 17 of SLINFF for details)																
Access support from untapped thematic funds	Establish a Secretariat at the office of the Vice President/Ministry of Planning and Economic development to tap into particularly climate finance. Green Climate Funds and Climate Investment Funds offer the potential to support projects related to the climate objectives of the new MTNDP (see page 18 of SLINFF for details)																
Implementing Sierra Leone Integrated National Financing Framework	Support the coordination structure for implementation of the MTNDP and the SDGs through which the implementation of the INFF will be coordinated, monitored, tracked and reported—there are both national and local level structures Support the running of periodic sector and inter-agency technical meetings on the implementation of the INFF (including follow-up on actions identified above) Support production of Annual Progress Reports on the implementation of the INFF																

Source: For details on the initiatives and actions, please see Sierra Leone's Integrated National Financing Framework (2020) in the Ministry of Planning and Economic Development, Freetown